Halcrow Group Limited

Active Travel Regional Audit Stornoway Active Travel Audit Final Summary Report

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Active Travel Regional Audit Stornoway Active Travel Audit Final Summary Report

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Halcrow

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1 Introduction

1.1 Background

- 1.1.1 Halcrow Group Ltd was commissioned by HITRANS, the Highlands and Island Regional Transport Partnership to:
 - · develop a methodology to audit existing active travel infrastructure
 - provide baseline information on existing infrastructure provision for active travel
 - · recommend priorities for future investment
- 1.1.2 The overall aim is to assess where best to apply any potential funding in order to benefit active travel and ideally to see an increase in the numbers of people choosing to walk or cycle.
- 1.1.3 In particular, the key aim of the audits is to identify:

"A practical network of high quality routes suitable for cycling within each settlement that provides convenient and safe access to all major destinations"

and

"A network of routes for pedestrians focused upon railway stations, bus stations, major employment areas, local shopping areas, leisure/recreation centres, hospitals and main trip generators"

1.1.4 This document summarises the main findings of the methodology as applied to Stornoway.

2 Active Travel Methodology

2.1 What is the methodology?

- 2.1.1 Halcrow has developed a methodology to assess existing and proposed active travel infrastructure. This methodology is based on the following key parameters:
 - A desktop study including demographics, travel to work patterns, public transport information and traffic accident data
 - Analysis of main trip generators/attractors
 - Consultation with the Local Authority and other interested parties
 - On-site audits
 - · Application of a 'prioritisation filter'
- 2.1.2 The prioritisation filter is an analysis tool to identify those corridors where there is the greatest potential for modal shift. The filter encompasses information from the desktop study such as demographic data, trip generators and attractors, planning proposals and the results of stakeholder consultation. The filter also assesses the 'implementability' of a route compared to its potential usage.
- 2.1.3 On site audits for walking are carried out utilising the Transport Research Laboratory (TRL) Pedestrian Environment Review System (PERS) whilst an Institution of Highways and Transportation (IHT) cycle audit is undertaken. Both systems audit the condition of existing facilities for pedestrians and cyclists to identify where proposed measures can be effectively targeted.
- 2.1.4 The outputs from the application of the methodology are:
 - An Active Travel Prioritised Action Plan
 - An Active Travel Master Plan
- 2.1.5 The prioritised action plan includes budget cost estimates and also strategic master plans for walking and cycling. Core networks for pedestrians and cyclists have been identified that provide direct, convenient, safe, attractive and coherent links between journey origins and journey attractors.
- 2.1.6 Consultation plays an integral role in the identification of routes for walking and cycling and also helps to pinpoint, at a very local level, the barriers to active travel. In Stornoway, the following individuals and organisations were consulted:
 - Comhairle nan Eilean Siar: Road Safety Officer, New Schools Officer, Public Transport Officer, Active Schools Co-ordinator, Conservation Officer, Community Sports Development Officer, former Footpaths Officer
 - Lews Castle College
 - Paths to Health Co-ordinator
 - The Stornoway Trust
 - Sgoiltean Ùra LLP
 - Stornoway Port Authority
 - Stornoway Trust
 - Local Councillors



- Northern Constabulary
- Disabled Forum
- Hebridean Cycle Club
- Community Co-ordinator Stornoway and Broadbay

3 Walking and Cycling in Stornoway

3.1 Overview of current conditions for active travel

3.1.1 Of a total population of 26,502 people living in the Western Isles, 5062 live in Stornoway making it the largest and most important settlement on the islands. A substantial proportion of people living in Stornoway (nearly 40%) do not work. Table 3-1 compares the mode of transport used to access work or study in Stornoway, the Western Isles and the urban settlements in Scotland based on night time population data from 2001 Census data. The sorting of data in this way provides an indication of the modal split at peak times when most people who do work or study are travelling.

Table 3-1: Comparison of mode of transport for journeys to work and study

Mode of transport	Stornoway	Western Isles	Urban Settlements - Scotland
% taking bus	10	23	14
% car and passenger	52	58	60
% on motorbike	0.2	0.2	0.5
% cycling	2.5	1.2	0.8
% walking	32	14	21

- 3.1.2 The Census data shows that cars are the predominant form of transport in Stornoway, but car usage is less predominant than the rest of the Western Isles or in urban areas across Scotland. There are above average levels of walking and cycling in Stornoway. Bus use in Stornoway itself is lower than other urban areas in Scotland, but outside of the town, the bus is fairly well used.
- 3.1.3 For people who do travel to work or study, Figures 3-2 and 3-3 below show the average distance travelled compared to modal split.

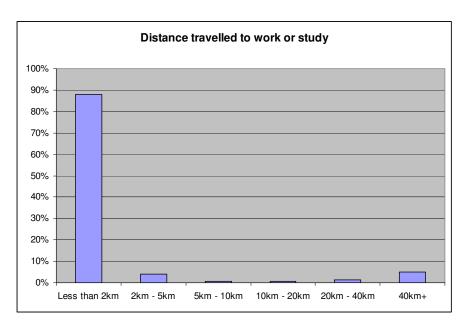


Figure 3-2: Distance travelled to work or study

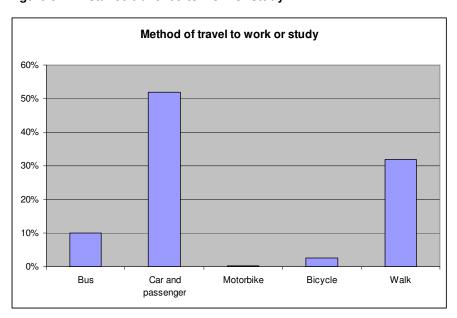


Figure 3-3: Method of travel to work or study

- 3.1.4 The tables above demonstrate that most people in Stornoway are driving very short distances to work or study. 70% of all journeys in the town are just over 1 mile in length, but over half of all journeys are made by car. Apart from within the town centre there is very little pedestrian activity and cyclists are virtually non existent.
- 3.1.5 Stornoway is an attractive place to walk. The town is relatively flat with hills out to the residential areas in the west and north being relatively well graded. Part of the town centre is pedestrianised and generally well enforced and through a Townscape Heritage Initiative, the pedestrianised section of Cromwell Street has been repaved with high quality materials. Outwith the pedestrianised area, the town centre is dominated by the presence of cars. The attractive waterfront outwith the working harbour is inaccessible as it is the main car park and during the Christmas period, the large Christmas tree on Perceval Square was observed to be surrounded by parked cars and unreachable. A new traffic management scheme is due to be implemented in the town centre which will

see the introduction of new two hour parking restrictions and the double yellow lines. It is anticipated by the Council that these changes will change the way people park and drive in the town and may help to improve conditions for pedestrians. Two bronze statues commemorating women in the herring industry are located in North and South Beach. Unfortunately access for pedestrians and cyclists is hindered by the location of the statues within the car parks.

Figures 3-1 and 3-2: Statues diminished by parked cars





- 3.1.6 There is a good network of pedestrian footways complemented by extensive 30 mph zones extending out to Sandwickhill and past Newmarket. There is even the provision of a footway which makes it possible to walk to Stornoway Airport, which is four miles from the town centre. Footway provision is generally between 1.5 to 2m wide and generally adequate for people to walk side by side, but the noise of traffic, especially on main roads such as Matheson Road, Macauley Road and James Street can make having a conversation very difficult. There are seven controlled pedestrian crossings at key locations such as Cromwell Street and South Beach which serve people using the car parks and a signalised junction at Church Street/Goathill Road with pedestrian phases on each arm. The timings are pedestrian friendly with the minimum of delay.
- 3.1.7 Walking legibility is good in the town centre due to the presence of cast iron fingerposts which for the most part are accurate and up to date although the size of the text could be regarded as undersized, especially for those with poor eyesight. Permeability for pedestrians is very good in the town. There are very few cul-de-sacs without through routes for pedestrians and most streets are laid out in traditional patterns. The Cearns Estate to the north of the town is relatively isolated from the rest of the town, although only 1.5km from the town centre.



Figure 3-3: Narrow footways and parked cars in town centre

- 3.1.8 All of the primary schools in Stornoway are supported by part time 20mph zones and all are developing travel plans. There is cycle parking at Laxdale and Stornoway Primary which was in use at the time of the audit. There are proposals to rebuild the high school (Nicholson Institute) next to the Council building. An assessment of the existing proposals and how they relate to active travel has been carried out separately from this study.
- 3.1.9 An Active Schools team has recently been established in the Western Isles. This team consists of an Active Schools /Sports Development Team Leader, three full time Primary Active School Co-ordinators and five Secondary Active School Co-ordinators working one day per week.
- 3.1.10 The fundamental aim of the Active Schools Network is to offer youngsters the motivation and opportunities to adopt active, healthy lifestyles now and into adulthood. Active Schools also aims to introduce more physical activity into their daily lives through active play, travel and dance. The statistics relating to the health and well being of children in Scotland are very worrying; for example, between 1995-2003, obesity levels amongst children aged 2-10 years rose by 25%. Active Schools will help in confronting these issues.
- 3.1.11 The only dedicated provision for cyclists in Stornoway is a 100m stretch of segregated cycle track on the west side of Bayhead. There is some cycle parking in the town centre off Cromwell Street but it is of poor quality. There is good quality cycle parking at the main Council office and new sports centre, the latter being covered as it is located under

the canopy of the main entrance. There is no cycle parking at the Tesco supermarket and the cycle parking at the Co-op supermarket is of poor quality, namely concrete blocks with wheel slots, requiring users to crouch at ground level to use a tiny metal hoop to use a lock. Convenient cycle parking outside the main entrance of the hospital is available for staff and visitors. The Western Isles does not form part of the National Cycle Network.



Figure 3-4: Poor quality cycle parking at the supermarket



Figure 3-5: Segregated cycle track in Stornoway

3.1.12 Lews Castle Grounds are a magnet for leisure walking and cycling on Sundays. These attractive and sheltered woodlands provide many paths across the area, some of which are lit. The Lews Castle College is also located in the grounds and there is a well used route from Bayhead across the locally known YM footbridge to the college, even though the route is only half lit, is rough in places and has steep steps with no handrail.



Figure 3-6: Attractive, lit paths in Lews Castle Grounds

3.1.13 A culture of driving exists in Stornoway that is easily perpetuated due to the lack of congestion and availability of parking in the town. There are complaints of congestion at Manor roundabout on Macauley Road, but the problem is one of confined peak hour queues and for the majority of the time, traffic flows freely.



Figure 3-7: Poor pedestrian provision at Manor roundabout

3.1.14 The existing provision for pedestrians and cyclists is shown overleaf in Figure 3-1.

3.2 Accident Data

- 3.2.1 With regards to traffic accidents the area has very low levels of traffic accidents with no specific trends in accident locations, especially in Stornoway. Although accident figures have fluctuated since 1994, there is generally a downward trend in non injury, slight injury accidents, serious and fatal. The Comhairle nan Eilean Siar Road Safety Plan has a Programme for Action including:
 - cycle training for primary 6 pupils;
 - developing initiatives for encouraging more positive attitudes to road safety in the wider community; and,
 - Applying high standards to all new developments to minimise likelihood of accidents.

3.3 Comhairle nan Eilean Siar Policy Documents

3.3.1 As part of the study a review of Council Policy documents that have the potential to impact on active travel have been reviewed. Council policies are underpinned by 15 Themes of Sustainability to ensure that the needs of future generations are met. The ninth of these 15 themes is:

'Access to facilities, services, goods and other people is not achieved at the expense of the environment, or limited to those with cars.'

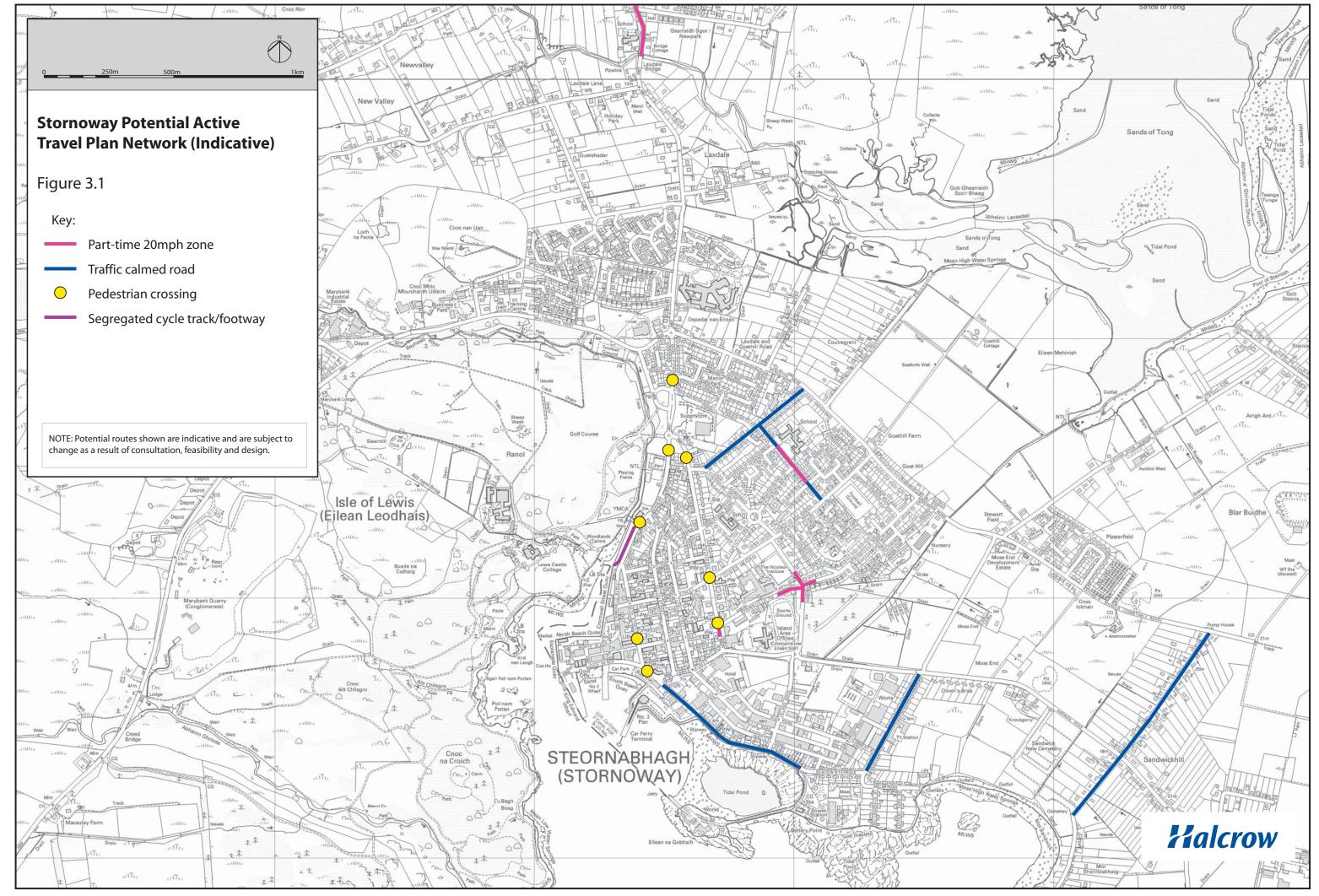
3.3.2 The Comhairle nan Eilean Siar Local Transport Strategy was published in October 2000. The Strategy focuses on the spinal road through the Western Isles as well as the crucial air and ferry links to the islands. There are a number of targets that relate to active travel as follows:

Car Parking

 To develop alternative transport options to reduce the demand for parking in all shopping centres

Cycling and Walking

- To develop a core path network for walking and cycling throughout the Western Isles
- To adopt a cycling strategy for Stornoway
- To increase by 20% the proportion of employees walking to work by 2016 compared with the 1991 census figures
- In accordance with national targets to seek to achieve 5% use of cycles to work by 2012
- To identify suitable locations for the installation of traffic controls, including sections
 of raised carriageway, to assist pedestrians to cross busy streets



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- 3.3.3 The Western Isles Local Plan 2008 has very few references in relation to walking and cycling. There are no standards for cycle parking provision in relation to new developments, although it does state that cycle parking provision will be 'strongly supported in appropriate developments..' There are no proposals with regards to walking and cycling in the Transportation section, although in the appendix, there is a standard detail for a dropped kerb in relation to a road opening.
- 3.3.4 There is only one significant area earmarked for housing development in Stornoway which is located in the northwest of the town.
- 3.3.5 In the Outer Hebrides Drafts Core Paths Plan the only confirmed paths in the Stornoway area are in the Lews Castle Grounds. There are some paths marked as a 'Wider Path Network' which include a coastal path from Sandwickhill to the harbour and a route from the north of the town out towards Tong.

3.4 Current Issues

3.4.1 The audit process in Stornoway identified a number of key issues that act as a disincentive for active travel:

1) Car Culture

Driving habits are ingrained within the local population and there are relatively low levels of walking and cycling

2) Car Parking

There is abundant car parking, much of which is free

3) Integration of Modes

Pedestrian links between the town centre, bus station and ferry terminal is very poor

4) Lack of Infrastructure

Although pedestrians are relatively well catered for, there are virtually no facilities for cyclists

5) Policy Issues

Policies to develop sustainable travel are supported by 15 themes of sustainability which underpin all Council documents, however these policies do not contain specific targets in relation to active travel.

6) Lews Castle Grounds

This area is the main attractor for pedestrians and cyclists in Stornoway, but access and the quality of the paths is poor.



3.5 SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis of Active Travel in Stornoway

Strengths	Weaknesses
Proximity of Lews Castle Grounds and availability of walking and cycling routes	Quality of paths/lighting in Lews Castle Grounds Lack of funding and officer time to progress active
Dynamic and proactive Active Schools Programme	travel projects No culture of walking and cycling
Relatively flat landscape	No clear policy objectives for active travel
Low levels of crime	
Primary schools are highly supportive of walking and cycling	
Proactive and dynamic community groups such as Stornoway Historical Society, Stornoway Amenity Trust	
Traffic calming sympathetic to cyclists (sinusoidal profile)	
Pedestrian signing in the town centre	
Opportunities	Threats
Improved walking/cycling routes to proposed new Nicholson Institute	Potential for walking/cycling desire lines to be overlooked with regards to new school buildings
Area is a popular tourist destination for cyclists and walkers	Lack of officer and member support for walking and cycling
Development of leisure walking and cycling	
Promote walking and cycling through traffic management changes in town centre	
Lews Castle Grounds has the potential to be developed as a key attractor for walking and cycling	

4 Potential Stornoway Active Travel Network

4.1 Introduction

- 4.1.1 The active travel audit identified walking and cycling routes that link residential areas to the main trip generators and attractors to form a strategic network for the town. The main trip generators/attractors for Stornoway are:
 - Ferry terminal and bus station
 - Pedestrianised town centre
 - Swimming pool and sports centre
 - Main council offices
 - Supermarkets on Shell Street and Macauley Road
 - Western Isles Hospital
 - Lews Castle College
 - Nicholson Institute
 - Laxdale and Stornoway Primary Schools
- 4.1.2 A set of long term objectives for encouraging walking and cycling has been developed:

Objective 1: Emphasize the positive contribution of sustainable travel by consolidating existing policy objectives into one document that also contains targets

Objective 2: Kick start a culture of walking and cycling by developing leisure orientated facilities

Objective 3: Focus on developing the highest quality walking and cycling infrastructure in Lews Castle Grounds

Objective 4: Encourage a new generation of people to choose to walk or cycle for short journeys by creating high quality walking and cycling routes to school

- 4.1.3 The focus of the strategy to encourage more people to walk and cycle in Stornoway is to develop these modes as leisure activities first and then create physical conditions in the town so that short journeys on foot or on bike will eventually be a more attractive option than driving. A 1998 European project called ADONIS (Analysis and Development of New Insight into Substitution of Short Car Trips by Walking and Cycling) was carried out to identify best practice in achieving modal shift from cars to sustainable modes. The report concluded that 'in cities with almost no cycling and walking it will be difficult to 'get the machine started.' In that case it can be very interesting to make people acquainted with cycling and walking by creating facilities for leisure trips. If people get to know the bicycle for these kind of trips, there is a good chance that they will use the bicycle more easily for other purposes.'
- 4.1.4 There are a number of serious health issues within the Western Isles, especially for men¹: life expectancy for men is 2% below the Scottish average, second only to Glasgow, it is

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¹ Commentary on NHS Health Scotland, Health and Wellbeing Community Profile, Western Isles, 2004



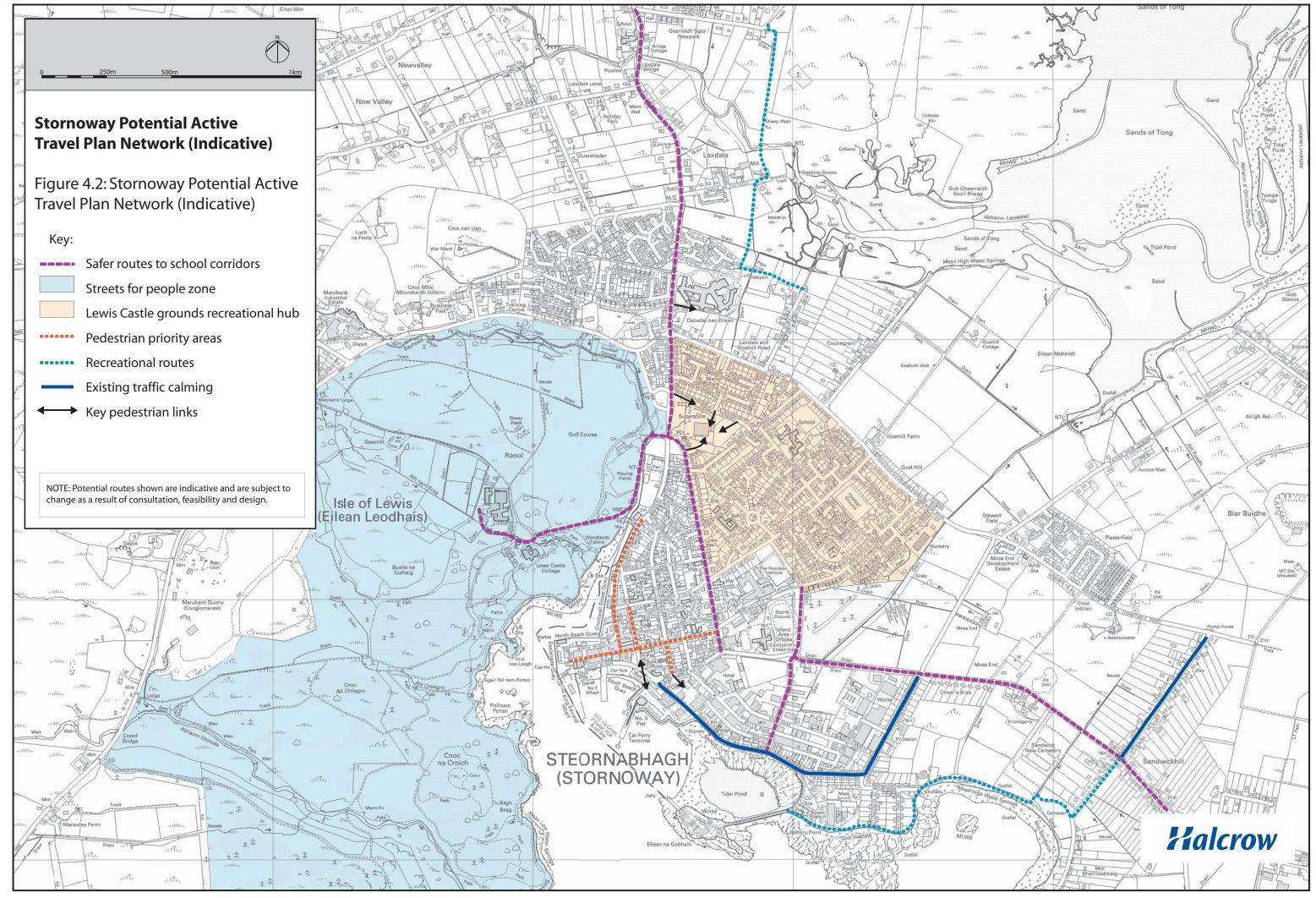
the fourth worst area for hospital admissions related to alcohol and the prevalence of obesity in men is significantly higher than the Scottish average.² Increased levels of physical activity such as walking and cycling can be used to combat these health inequalities, especially if they are seen to be an enjoyable leisure activity.

4.2 Active Travel Network

- 4.2.1 The following routes have been identified as providing the most direct as the most direct and coherent network of routes to the destinations identified above. The routes for pedestrians and cyclists are focused on providing high quality walking and cycling routes to schools, improved walking routes to key trip generators and developing leisure walking and cycling. The network consists of:
 - Streets for People Zone
 - Safer Routes to Schools Corridors
 - Pedestrian Priority Areas
 - Key Pedestrian Links
 - Recreational Routes
 - Lews Castle Grounds Recreational Hub
- 4.2.2 A full description of these proposals with suggested recommendations are included in Appendix 1 of this report.
- 4.2.3 The Action Plan in the following section identifies the key priorities in the development of the aforementioned proposals along with 'softer' initiatives to encourage more walking and cycling in Stornoway.
- 4.2.4 The proposals are shown overlaid on the Stornoway Local Plan on the following pages in Figure 4-2.

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² Obesity in Scotland: An Epidemiology Briefing, ScotPHO, 2007



5 Prioritised Action Plan

5.1 The Solutions

- 5.1.1 This prioritised Active Travel Plan sets out the key measures needed to encourage walking and cycling in Stornoway. As well as incorporating parts of the strategic active travel network for the town, it also includes promotion and similar 'soft' measures which form part of a package of works which are used successfully in those towns and cities where there has been an increase in sustainable modes.
- 5.1.2 The following measures are the key priorities for encouraging active travel in Stornoway:

Priority 1: Lews Castle Grounds - Recreational Hub

Priority 2: Active Travel Strategy

Priority 3: Pedestrian Links

Priority 4: Safer Routes to Schools Corridors

Priority 5: Streets for People Zone

Priority 6: Cycle Training

5.1.3 Each of these individual priorities are summarised below and form part of the wider Stornoway Active Travel Network outlined in Chapter 4.

5.2 Priority 1 Recommendation: Lews Castle Grounds – Recreational Hub

- 5.2.1 Lews Castle was built as a country house in the 1850s, but was gifted to the people of Stornoway in 1923 along with 64,000 acres of land. The land and buildings are now managed by the Stornoway Trust on behalf of the community and is one of the main attractions in the town. These highly picturesque grounds that overlook Stornoway and the harbour are only a few minutes walk from the town centre. The grounds are covered by mature trees that have been improved through the Millennium Forest Project. The grounds also include salmon fishing, an 18 hole golf course, a café and shop in The Woodlands Centre and a reconstruction of an 1816 water wheel which provides power to light paths in the grounds. Lews Castle College was built in the grounds in the 1950s and now employs over 150 staff and has 500 students.
- There are miles of walks in the grounds which are highly popular, especially on Sundays and the area is also becoming increasingly popular for cycling. The steeper parts of the grounds are becoming a training ground for mountain bikers, so much so that three mountain bikers from Stornoway participated in the Scottish Cross Country Mountain Bike Races in Fort William in July 2008, one of whom came fourth. Members of the Hebridean Cycle Club are now working with the Forestry Commission to develop more cycle tracks for mountain biking and accessible all-ability routes. The proposals have widespread support from the Stornoway Trust and the Comhairle nan Eilean Siar and will be developed as soon as funding becomes available. The Active Schools co-ordinators also use the grounds for cycle training sessions with the primary schools in Stornoway. These sessions are oversubscribed. The Grounds are also used for organised walks by the NHS Paths to Health Co-ordinator.
- The main priority for developing a culture of walking and cycling in Stornoway is based on creating a recreational hub in the Castle Grounds. This hub should provide high quality walking and cycling routes with a free bike hire scheme. The potential for a recreational hub is based on the Hoge Veluwe National Park in Holland which is now famous for its 1700 free white bicycles. The 500,000 yearly visitors are allowed to use the bicycles which are located at all the entrances in order to access all of the attractions in the park. In 1975 when the park opened, there were 50 free hire bicycles provided for the public. The scheme was so successful that 30 years later, 1700 bicycles are needed to supply demand and they are the trademark of the park. The park also hires tandems, child carriers and adapted bicycles for people with disabilities. The 5000 hectare park has more than 40km of traffic free paths that connect to all the main attractions: visitor centre and restaurant, underground museum, historic hunting lodge, art museum, outdoor sculpture park and campsite. The bicycles are very distinctive and are designed to have parts that cannot be removed or stolen.
- 5.2.4 By creating safe, traffic free routes in the Castle Grounds the residents of Stornoway will be able to rediscover the pleasure of walking and cycling. Residents will be far more likely to try cycling if there are bikes freely available, especially if they do not own a bicycle or are too afraid to cycle to the Grounds because of a fear of motor traffic. The combination of well graded traffic free paths and more technical mountain bike routes will appeal to all ages and all abilities as well as creating a unique and distinctive attraction in Stornoway. There are a number of successful bike hire companies in Scotland, although most of them are based at mountain biking centres such as Glentress near Peebles, Aviemore and Laggan Wolftrax.
- 5.2.5 For example, a similar scheme is being developed for Governor's Island in New York. This island of 172 acres just off Manhattan was in use by the military from 1794 to 1996. In 2002 it was sold to the people of New York for a nominal sum to be used for the benefit of the public. The plans for Governor's Island are to create a new world class public park based on the arts and cycling and invest in the existing listed buildings to create a mixed use leisure development. The island opened formally to the public in 2006 and had just over 20,000 visitors that year. In 2008 there were over 120,000 visitors. The main existing attraction on the island is cycling on the traffic free paths. In 2007 approximately 2000 people brought a bike to the island to go cycling. In 2008 a bike hire scheme was introduced and the statistics for bike use last year were:

- 11,000 people rented a bicycle
- 6,500 people used the free bike hire on Fridays scheme
- 7,500 people brought their own bikes

Figure 5-1: Hire bikes at Glentress and Aviemore





Figures 5-2, 3: Artists impression of proposals for Governor's Island, New York



- 5.2.6 The theft of free hire bicycles could be a barrier to its development, but both the Hoge Veluwe National Park and Governer's Island have prevented this by making the bicycles as distinct as possible as shown below. Wooden frames are proposed for the bicycles in New York and the Dutch white bicycles have a distinctive shaped frame and small wheels.
- 5.2.7 As well as encouraging leisure cycling and walking in the Grounds, consideration should also be given to access to the college. Over 600 people travel to the college on a daily basis, many of which walk from the 'YM Bridge' where the bus stops. This route is not ideal as it has steep steps with no handrail and the surface is in poor condition and only partially lit. A high quality route to the college should be a priority for any proposals for upgraded routes in the Grounds.

Figure 5-4: Artists impression of wooden bicycles at Governor's Island



Figure 5-5: White bicycles at Hoge Veluwe Park, Holland



Table 5-1: Priority 1 Recommendations Summary Table – Lews Castle Grounds, Recreational Hub

Description

- Improve the existing route from the YM Bridge to Lews Castle College campus
- Work with Hebridean Cycle Club and the Forestry Commission to secure funding for existing proposals for cycle tracks and mountain bike routes
- Develop masterplan for walking and cycling routes for Castle Grounds
- Develop business case for free bicycle hire scheme and seek appropriate funding

Issues for consideration

- Solutions to discourage theft will be required for hire bikes
- Lews Castle College have expressed an interest in developing a Travel Plan
- Potential environmental impacts
- There are regeneration proposals for a mixed used development at Lews Castle including a hotel and museum

Recommended Intervention	Indicative Cost (including and subject to design)
Upgrade existing route from YM Bridge to Lews Castle College	£150,000
Implement Hebridean Cycle Club/Forestry Commission proposals	TBC
Develop master plan and business plan for recreational hub	Allow £50,000 for initial study

5.3 Priority 2: Recommendation: Active Travel Strategy

5.3.1 Sustainability is at the core of all policies within the Comhairle nan Eilean Siar and is underpinned by the 15 themes of sustainability. One of these core principles states that:

'Access to facilities, services, goods and other people is not achieved at the expense of the environment, or limited to those with cars.'

- However, the execution of measures to encourage active travel is not currently a priority and the development of a specific document aimed all departments, disciplines and Council partners will help to raise its profile. The development of an active travel plan should be relatively straightforward as there are a number of sensible and forward thinking targets that have already approved and adopted by the Council. The document should bring all these targets together along with new guidance, especially with regards to development control and planning and it should be used as an opportunity to update these standards and create new ones such as cycle parking requirements for new developments.
- 5.3.3 A new overarching policy for active travel will also help to raise the profile of walking and cycling and promote the many benefits and dispel many myths. The document should be used to demonstrate that:
 - Many journeys on the Western Isles are very short and could easily be made on foot or on bike
 - Walking and cycling can be done all year round as in many Nordic countries
 - Active travel has tremendous health benefits
 - Increased levels of walking and cycling will help reach the Scottish Government targets to reduce carbon dioxide emissions
 - The development of a cycle network could help bring the National Cycle Network to the Western Isles and promote tourism
 - There is often additional funding for cycle route development from external bodies
 - Every department has role to play in encouraging walking and cycling
 - Promote and explain current design guidance
- 5.3.4 Ideally an outline master plan for a walking and cycling network should be part of the strategy, but the development of this could be added at a later date provided it is a key output/target.
- To ensure partnership working and cross departmental support, the document should be developed by a think tank or working group made up of organisations who will be able to drive the agenda forward such as:
 - Council departments such as Technical Services (transportation and leisure)
 Development Department (planning), Department of Education, Social and Community Services
 - HITRANS
 - NHS
 - Highlands and Islands Enterprise
 - Lews Castle College
 - The Stornoway Trust
 - Calmac
 - Highlands and Islands Airports Ltd

- Lewis and Harris Sports Council
- Northern Constabulary
- Visit Scotland
- Community Council
- Ward Members
- Hebridean Cycle Club
- Cycling Scotland
- Sustrans
- Forestry Commission
- Ramblers Scotland

Table 5-2: Priority 2 Recommendations Summary Table – Active Travel Strategy

Description

- Combine existing adopted policies into an overarching Active Travel Strategy
- Update development control guidance to take account of infrastructure to encourage walking and cycling
- Promote the document to all Council departments and partners
- · Create a think tank/working group to take forward key priorities
- Kick-start implementation of strategy through 'quick wins' such as secure cycle parking at key buildings: Council offices, hospital etc

Issues for consideration

- · Officer time is needed to co-ordinate the development and dissemination of the document
- · Relatively low cost method of promoting walking and cycling
- Well connected task force/working group has the potential to be very effective and powerful

Recommended Intervention	Indicative Cost
Collate and update existing Council policies/targets	Officer time
Establish a task force/working group to take forward key policies and targets and seek funding for implementation	Officer time
Provide secure cycle parking at key employers	Dependent on type of facility provided

5.4 Priority 3: Recommendation: Pedestrian Links

5.4.1 The Western Isles Hospital, the two supermarkets, the bus station and ferry terminal are some of the main trip generators/attractors in the town. There is pedestrian access to all of these sites, however there are a number of relatively small scale works that could be carried out that would dramatically improve pedestrian access:

Co-operative Supermarket at Macauley Road

- This is a highly permeable site for pedestrians with traffic free access from Torquil Terrace via steps, a road closure at Torquil Terrace/Macauley Road and steps adjacent to the Post Office on Matheson Road. The suggested proposals include:
- Improve steps by adding handrails, tactile paving at top and bottom, improve anti-slip surfacing on steps, increase visibility of nosings and create coherent pedestrian route from the steps to the supermarket.
- Currently, pedestrians have to wander through the car park and walk between parked
 cars which is not attractive or safe. The road closure at the end of Torquil Terrace is
 an excellent route for cyclists and ties into a pedestrian crossing on the main road.
 Ideally a ramped access should also be provided.



Figure 5-6: Pedestrian link to supermarket from Torquil Terrace



Figure 5-7: Road closure at Torquil Terrace/Macauley Road, could be improved by widening and providing dropped crossing

5.4.2 Tesco Supermarket at Shell Street

There is a well used pedestrian route to the supermarket via the Euroclean car park off James Street. From the boundary fence to the main entrance of the supermarket there is a designated walking route, however, the gate in the fence is narrow and causes conflict between pedestrians. The car park of Euroclean is not heavily used, but it may be possible to work with the landowner to highlight the presence of pedestrians and improve safety. Lastly, an improved crossing point on James Street linking to the town centre would also benefit and highlight the presence of large numbers of pedestrians in the area and improve safety.



Figure 5-9: Narrow gate from Euroclean to Tesco



Figure 5-10: James Street at entrance to Euroclean

5.4.3 Ferry Terminal – Bus Station – Town Centre

The very short journey on foot from the ferry terminal to the town centre is neither safe nor attractive and for some people, is their first experience of Stornoway and the Western Isles. Within the ferry terminal the pedestrian route is well signed with adequate crossings, but unfortunately the route ends abruptly at the bus station. From here to the town centre, pedestrians, often wheeling large suitcases must circumnavigate traffic, including a very wide junction into the bus stance and South Beach where there is no pedestrian crossing. South Beach is a difficult road to cross with buses entering and leaving the bus station and cars accessing Kenneth Street. A coherent, safe and attractive pedestrian route from the ferry terminal to the town centre is a necessity for tourists as well as residents.



Figure 5-11: Lack of clear pedestrian routes

Halcrow



Figure 5-12: Pedestrian route from ferry has no continuity

Table 5-3: Priority 3 Recommendations Summary Table – Pedestrian Links

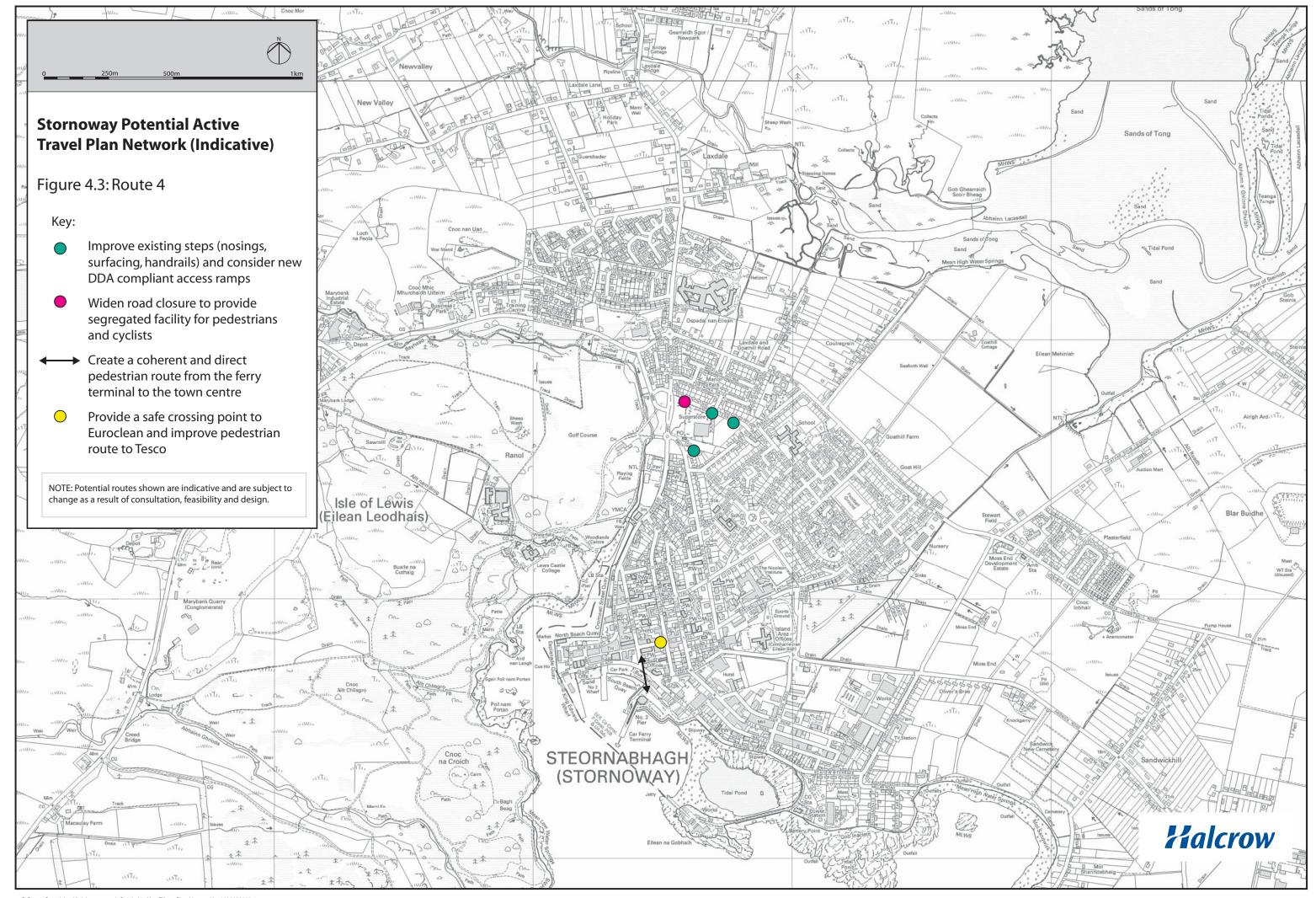
Description

- Improve steps on extremities of the Co-operative supermarket car park and provide coherent pedestrian routes to the main entrance
- Consider the provision of a ramped access linking to road closure at Torquil Terrace and India Street/Westview Terrace
- Work with NHS to provide a pedestrian/cyclist only access at the rear of the Western Isles Hospital
- Widen gate between Euroclean and Tesco car park, designate pedestrian route through Euroclean car park and provide a new crossing on James Street
- Provide a direct pedestrian route from the ferry terminal to the town centre

Issues for consideration

- All of the improvements to the proposed routes are dependent on the co-operation of third parties, feasibility and design
- Some proposed routes may require the loss of car parking spaces
- A new pedestrian crossing on James Street will require careful consideration as to the type and location
- A route through the bus station may require expensive alterations to the layout

Recommended Intervention	Indicative Cost
	(including and subject to design)
Improvements to existing steps in supermarket car park (handrails, nosings, tactiles etc)	Requires consultation with landowner
Removal of thermoplastic paint and new road markings and kerbs to designate pedestrian routes through Co-operative supermarket car park	Requires consultation with landowner
New ramp from Torquil Terrace/India Street to pedestrian routes through Cooperative supermarket car park, with improved access through road closure	Requires consultation with landowner
New crossing on James Street	Depending on type of crossing, £15,000 to £60,000
Wider access gate at Tesco boundary and thermoplastic pedestrian route through Euroclean	Requires consultation with landowner
New pedestrian route from Ferry Terminal to town centre	Unknown



5.5 Priority 4: Recommendation: Safer Routes to Schools Corridors

- Creating a walking and cycling culture from existing low levels is a difficult and daunting task and for some generations, it is an option that will now never be considered. However, young people are still very receptive and in work carried out by Sustrans, the sustainable transport charity, have shown that there is a massive latent desire in young people who would like to be able to walk and cycle to school: their surveys show that only 2% of pupils walk and cycle to school, but 30% would like to. This untapped enthusiasm for active travel could help to make cycling and walking in Stornoway a normal and everyday activity.
- 5.5.2 It is no coincidence that organisations like Sustrans, the Department for Transport, Cycling England and Cycling Scotland are also targeting schools to help achieve targets for modal shift. By encouraging young people, their parents and schools to support the development of safe walking and cycling routes to schools they can also help to combat the growing problems of obesity in young people and address road safety issues around schools that arise as ever growing numbers of parents drive their children to school. The Department for Transport estimates that one quarter of all traffic during the morning peak hour is school related.
- In the 1970s, the Danish government decided to adopt a zero tolerance approach to traffic accidents as it had the highest child road traffic accident statistics in Europe. Since then they invented and prioritised the implementation of 'Safer Routes to School' and come second only to the Netherlands for the most children cycling to school. Fortunately, Stornoway has a relatively low numbers of traffic accidents, however there is a growing issue with the prevalence of obesity in young people.
- 5.5.4 In addition, public attitudes to the development of walking and cycling routes to schools are usually very positive. Many adults consider the investment of public money in cycling facilities to be 'a waste', but there is overwhelming support to see young people being active and healthy. Furthermore, any initiative to reduce problems associated with the school run is generally considered in a positive light and has cross-party support.
- 5.5.5 Key Safer Routes to School (SRTS) Corridors are:
 - 1) Sandwickhill Primary
 - North Street which has existing traffic calming
 - Sandwick Road/East Street



Figure 5-13: Existing traffic calming on North Street

2) Nicholson Institute

- Newton Street which has existing traffic calming
- Sandwick Road
- Island Road
- Smith Avenue
- Matheson Road



Figure 5-14: Sandwick Road looking towards Stornoway

- 3) Stornoway Primary
- Residential area (See priority 5)
- Macauley Road



Figure 5-15: Typical residential road around Stornoway Primary

- 4) Laxdale Primary
- Macauley Road



Figure 5-16: Macauley Road

- 5) Lews Castle College
- Route from Bayhead through the Castle Grounds



Figure 5-17: Steps on route to Lews Castle College

- 5.5.6 There is the potential that for most of these routes, walking and cycling facilities would be completely segregated from traffic, except where vehicle speeds can be kept below 20mph. In addition, road safety training would also complement physical routes (See Priority 6)
- 5.5.7 In respect of the Nicholson Institute, proposals are underway to rebuild the school next to the main Council buildings. A separate assessment of proposed walking and cycling routes to the school has been undertaken as part of this study. There is an excellent opportunity to improve walking and cycling infrastructure considerably in the area as part

of the proposals that would also improve access to the Council, leisure centre and other sporting facilities.

Table 5-4: Priority 4 Recommendations Summary Table – Safer Routes to School Corridors

Description

 Implement physical measures to create safe walking and cycling routes to all of the educational establishments in Stornoway:

Laxdale Primary- create shared use footways/cycle tracks on Macauley Road from Bayhead, with improve crossing facilities at both roundabouts and at the Western Isles Hospital

Stornoway Primary – create a 20mph zone around the school (see Priority 5)

Sandwickhill Primary- provide shared use footway/cycle track on Sandwick Road and East Street

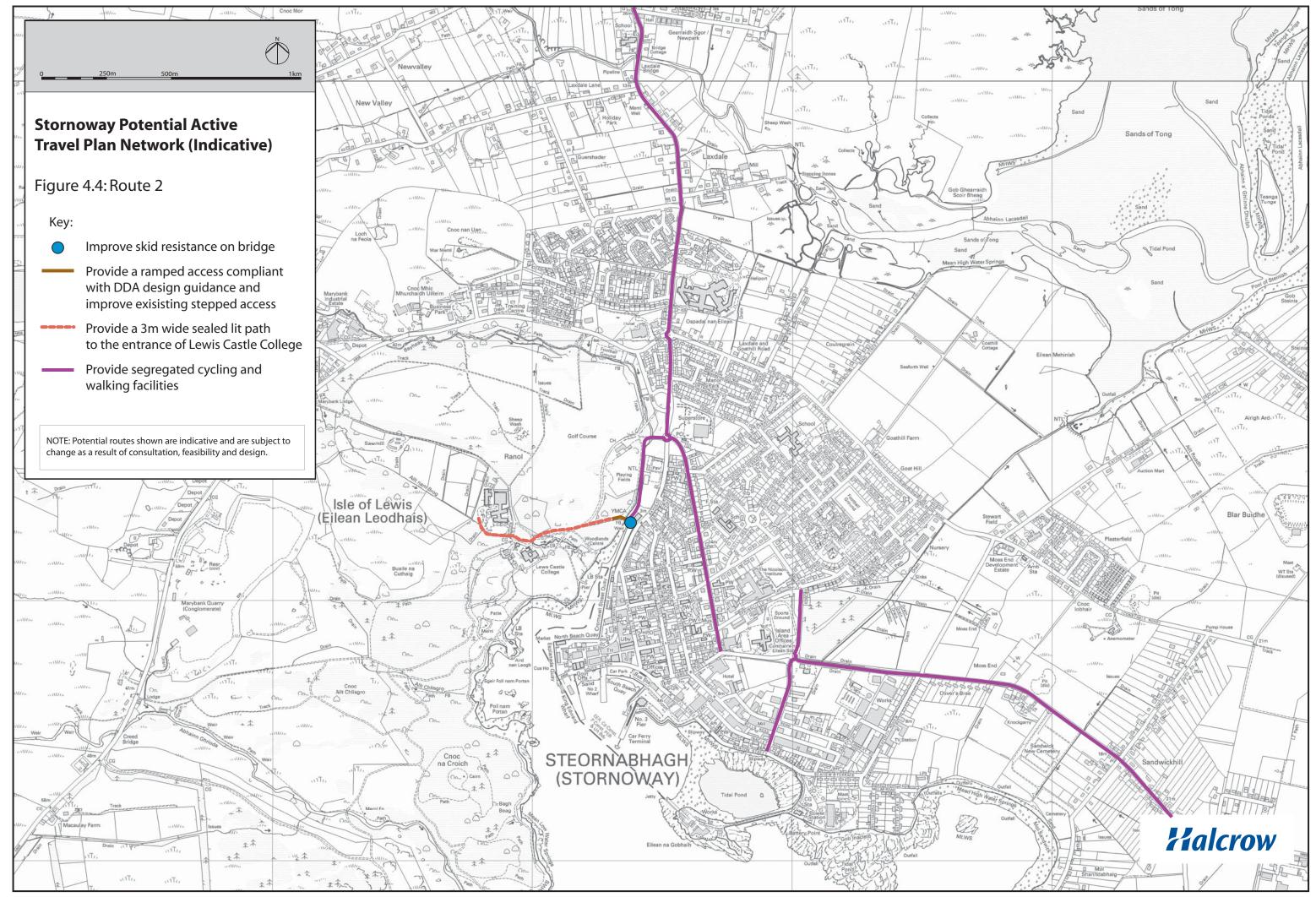
Nicholson Institute – provide shared use footway/cycle track on Island Road and Smith Avenue and Matheson Road and improve crossing facilities at the Sandwick Road roundabout

Lews Castle College - improve the existing route from Bayhead to the College

Issues for consideration

- Due to the nature of the settlement there are restricted opportunities for providing walking and cycling routes away from the principal road network
- A reduction in peak hour traffic will also help to reduce queues at Manor roundabout

Recommended Intervention	Indicative Cost
Begin preliminary designs and consultation to create segregated walking and cycling facilities to the schools including liaison with land owners	Officer time



5.6 Priority 5: Streets for People Zone

- The area bounded by Perceval Road, Anderson Road, Springfield Road, Matheson Road and Macauley Road is a large residential area that is also home to Stornoway Primary School, Nicholson Institute, a residential care home, a health centre and a football ground with one of the main supermarkets also on the periphery. The concentration of population and services in this small area means that there is there great potential to encourage short trips on foot or on bike to these local attractors but during the audit there was a great deal of anecdotal evidence to suggest that many people already choose to walk. There is traffic calming on Westview Terrace and Jamieson Drive as well as a part time 20mph zone outside the school.
- In an area so dominated by vehicular traffic, it is easy to forget that streets fulfil a number of functions. For many children, the road outside their home is their playground and traditionally, the street was where people stopped to talk, to sell products, to be entertained but as the level of traffic has increased, and as cars have proliferated, these traditional uses of the street have been sidelined. To try to encourage more people to walk and cycle it will be necessary to re-introduce the concept that streets are for people.
- In mainland Europe, especially Holland and Denmark, Homezones have been implemented since the 1970s. These are streets that are physically designed to make motorists feel like a guest and where spaces for people to meet, talk and play are designed as part of the streetscape. Homezones are now being developed in the UK, but they are very costly to implement retrospectively. A 'Streets of People' Zone aims to combine elements of existing traffic management principals, Homezones and promotional activities to try to cultivate a community who want to see their streets as safe and enjoyable places to be.
- Community involvement needs to be the driving force behind this priority and should be rolled out in small steps so that it eventually gathers so much momentum that it becomes an inevitable and natural concept. For example, the first stage of this initiative could be the promotion of events for children. Initially, events with road closures should be localised to one street or one section of street and as popularity grows they could be rolled out and encouraged over the whole area.
- There is the potential that as residents become used to seeing streets used as places for them to use and enjoy, the Council should then work with them to implement permanent measures that will reduce the impact of traffic and support community street events. These measures could range from traffic calming, priority give way, Homezones or strategic road closures and as residents will have a practical understanding as to why traffic speed should be slowed or traffic volume reduced, the measures are more likely to be socially and politically acceptable.
- This recommendation is not a quick fix solution and tries to address wider social cohesion issues as well as transport. Pedestrians and cyclists are much safer if motorists expect to see them or are used to seeing or are used to seeing them on the street, and they are also more likely to consider sustainable modes themselves if there is a critical mass of pedestrians and cyclists. The promotion of streets of places for people could also be used to promote tourism as it gives the town a unique selling point. Festivals could also tie into 'European Mobility Week', however careful planning is necessary both to ensure support from residents. Lack of planning and buy-in can often provoke negative publicity.



Table 5-5: Priority 5 Recommendations Summary Table – Streets for People Zone

Description

 Initiate a promotional campaign to encourage residents in the area bounded by Perceval Street/Anderson Street/Springfield Road and Matheson Street to change their perceptions to seeing streets for people rather than cars

Issues for consideration

- This recommendation should be viewed as a long term initiative to reduce the impact of traffic in the main residential area of Stornoway
- Physical measures such as traffic calming and a 20mph zone may be required in the long term
- Signing on the periphery of the zone will help to reinforce the concept
- This is not a quick fix

Recommended Intervention	Indicative Cost
Identify individuals, residents groups, organisations, Council Officers and Members interested in taking this initiative forward	Officer time

5.7 Priority 6: Recommendation: Cycle Training

As discussed in the Priority 4 Recommendation, creating a walking and cycling culture should be focused on schools. To complement the introduction of physical walking and cycling facilities a comprehensive programme of up to date cycle training should be rolled out. Currently, cycle training is provided through the Active Schools co-ordinators and volunteers that they have trained. The training is confined to school playgrounds or the go-kart track and although this is invaluable in teaching young people basic bike handling skills such as starting and stopping, it does not prepare them for cycling in today's traffic. In addition, Stornoway Primary School is located in a traditional residential area where it will be very difficult to build high quality segregated cycling facilities and it will be almost inevitable that some part of their journey will be on road.

- For example, child cyclist training is a significant element of the Cycling England programme funded by the Department for Transport and has been shown to be highly effective at encouraging young people to cycle to school whilst simultaneously giving parents and teachers peace of mind. Cycle training standards in England have been completely overhauled for the 21st Century by a multi-agency group consisting of Royal Society for the Prevention of Accidents (RoSPA), Local Authority Road Safety Officers Association (LARSOA), Local Authority Cycling Organisation (LACA), CTC the National Cyclists Organisation, British Cycling and Sustrans. In 2007/8 the Department for Transport spent £1.5 million on cycle training and have a budget of £3 million for 2008/9. The scheme saw 40,000 school pupils trained in the first year and the target is to train 500,000 children by 2012. The scheme is supported by a number of government departments including Health and Children, Schools and Families and cross-party support.
- 5.7.2 There is currently very little evidence into the effects of cycle training, but in 1995, TRL assessed 2000 children (half were a control group who received no training) to determine the effect of cycle training two years after they had completed a course. The study showed that those courses which involved cycling on road were the most effective and also suggested that the training had a long lasting positive effect on their cycling and their general knowledge of road safety. The organisation Cycle Training UK has been delivering on road cycle training in London since 1998. A recent survey they conducted with former trainees showed that:
 - 81% of them now cycle more often and more confidently
 - The number of trips they made had increased by 144%
 - The number of people cycling all year round increased by 40%
- In Scotland, cycle training is promoted by Cycling Scotland although their promotional activities are limited to the provision of cycle skills equipment and training for volunteer cycle trainers. Unfortunately, cycle training is a revenue based activity that can be very difficult to provide. It has traditionally been a role carried out by police road safety officers, but is now more likely to be delivered by volunteers recruited through schools. Funding the delivery of cycle training is a major issue, but this should not be an excuse not to provide training since this would have long lasting road safety implications. The priority for the Council should be to work with other partners who have a vested interest in promoting physical activity (ie the NHS) to secure funding to offer on road cycle training to schools with appropriate infrastructure and parking.



Table 5-6: Priority 6 Recommendations Summary Table – Cycle Training

Description

 Work with partners to secure funding for the delivery of high quality, on road cycle training to pupils, especially in those areas where Safer Routes to School have been implemented

Issues for consideration

- The quality and quantity of training can be difficult to predict through schemes based on volunteers
- Cycle training is best rolled out as Safer Routes to School become implemented
- Funding for cycle training is best secured through partners including the NHS, sporting organisations, cycle clubs and community based groups

Recommended Intervention	Indicative Cost
With the help of Cycling Scotland identify sources of funding for cycle training and work with partners to develop a programme of implementation	Officer time

6 Conclusions

- In terms of transport utility trips, walking and cycling are not popular in Stornoway, but they are popular leisure activities and although promoting active travel will be a very difficult task for the Council, there is tremendous scope for developing them as leisure activities. By creating the conditions to allow people to remember how enjoyable walking and especially cycling can be Comhairle nan Eilean Siar will find it easier to encourage walking and cycling for transport. As discussed in this report, in places where there is no culture of walking and cycling, developing these modes as leisure activities should be considered as the first step to them becoming normal, everyday activities.
- The Castle Grounds are the perfect location for recreational walking and cycling: they are close to the town centre and existing transport links, there is an existing visitor centre/coffee shop and the grounds are already well used and popular, especially at the weekend. A free bike hire scheme in the grounds should be viewed as an initiative that 'ticks all the boxes': potentially attracting visitors and residents to the islands, promoting physical activity, encouraging people to rediscover walking and cycling and create a Unique Selling Point (USP) or trademark for the town and the region as a whole. This is an ambitious proposal that would require further study and investigation, but the proposal could have far wider benefits to the Western Isles than merely promoting walking and cycling. The scheme could also be considered as part of the regeneration proposals for the Castle and could be the hub of the project.
- The second core proposal to encourage walking and cycling is to focus on young people and their journey to school. Corridors that have been identified as part of a Safer Routes to School network are unfortunately also part of the strategic road network. It may be possible to provide walking and cycling routes away from roads in more rural areas, but in the town itself, these types of opportunities are rare. The design of these corridors requires careful consideration to balance the needs of all users, but in those places where authorities have managed to increase levels of cycling there has generally been acceptance that cyclists will want to use the most direct routes which are often main roads and their needs have been met.
- What is also obvious from the prioritised action plan is that most of the recommendations are non-infrastructure based and could be regarded as promotional: Active Travel Strategy, Streets for People Zone and cycle training. These are predominantly revenue based projects based on the enthusiasm, commitment and availability of Council Officers and other partners. Fundamentally, the development of walking and cycling either as a leisure pursuit or as a mode of transport depends on whether it is a policy that could be committed to by Comhairle nan Eilean Siar.

A Appendix 1: Stornoway Active Travel Network – Potential Improvements

Route 1 – Streets for People Zone

Physical interventions recommended pending community support based on success of promotional campaigns detailed in Priority 5 recommendation

Ref	Area	Potential intervention (subject to feasibility and design)
1a	Streets bounded by Perceval Road, Anderson Road, Nicoll Crescent, Tolmie Terrace, Springfield Road, Matheson Road, Macauley Road	Consider area wide 20 mph zone including vertical and horizontal traffic calming and localised road closures to prevent through traffic.
		Provide flush dropped crossings on desire lines with tactile paving

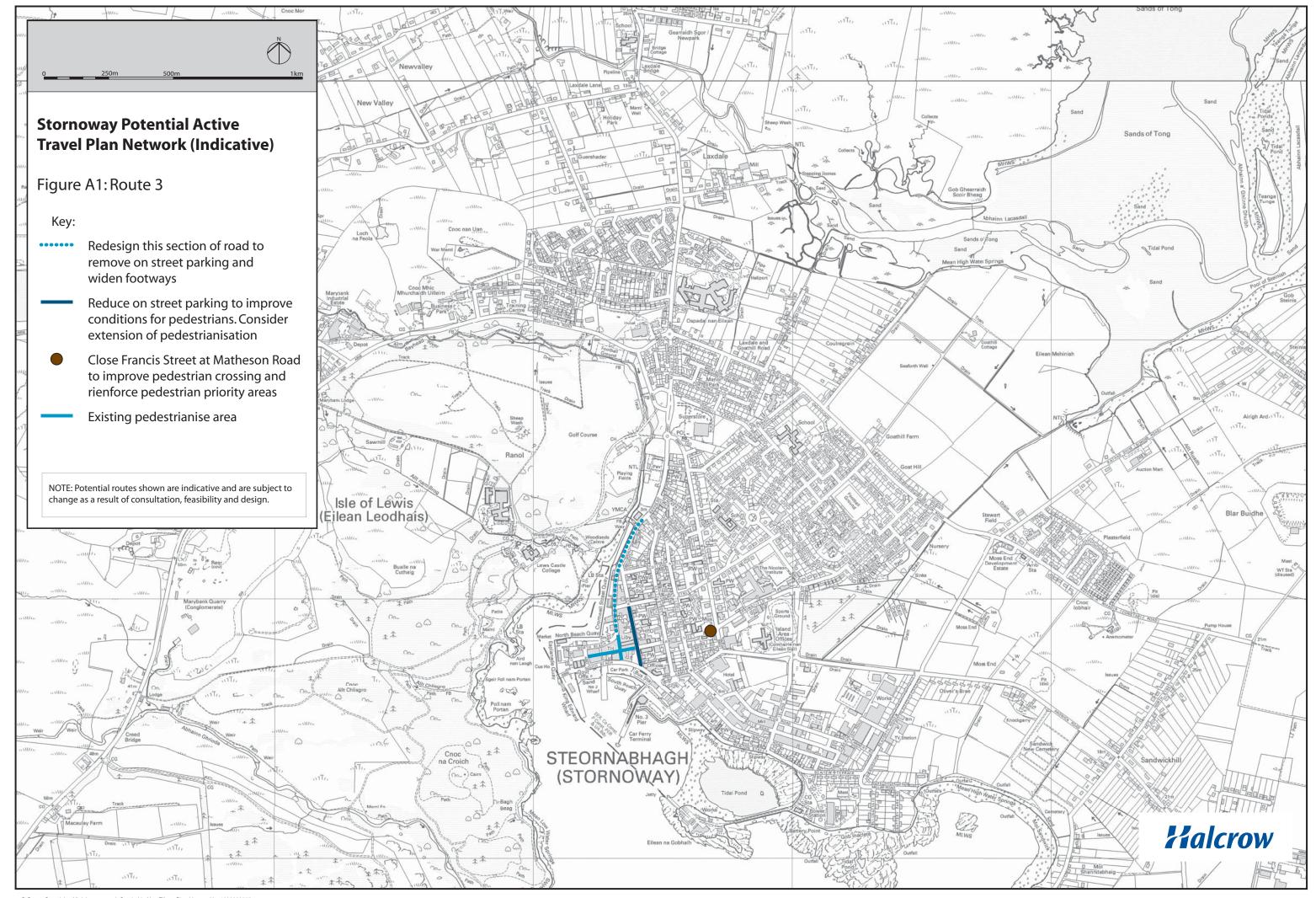
Route 2 – Safer Routes to School Corridors

Ref	Street	Start	End	Potential intervention (subject to feasibility and design)
2a	Matheson Road	Sandwick Road	Macauley Road	Corridor should be designed to provide safe walking and cycling route. Further feasibility work required to determine solution balanced with strategic road function
2b	Macauley Road	Matheson Road	Laxdale Primary School	Corridor should be designed to provide safe walking and cycling route. Further feasibility work required to determine solution balanced with strategic road function
2c	Sandwick Road	East Street	Island Road	Corridor should be designed to provide safe walking and cycling route. Further feasibility work required to determine solution balanced with strategic road function
2d	East Road	Sandwick Road	Sandwickhill Primary School	Corridor should be designed to provide safe walking and cycling route. Further feasibility work required to determine solution balanced with strategic road function
2e	Island Road	Newton Street	Sandwick Road	Corridor should be designed to provide safe walking and cycling route. Further feasibility work required to determine solution balanced with strategic road function, especially presence of

Ref	Street	Start	End	Potential intervention (subject to feasibility and design)
				HGVs
2f	Smith Avenue	Springfield Road	Sandwick Road	Corridor should be designed to provide safe walking and cycling route. Further feasibility work required to determine solution
2g	Traffic free path	Bayhead	Lews Castle College	Provide slip resistant surface on YM bridge
				Build a new ramp adjacent to existing steps and replace steps with risers compliant with DDA requirements and provide a handrail
				Widen and resurface existing path and ensure lighting along its entirety
				Provide a coherent and consistent path to the front entrance of the college through the college grounds

Route 3 – Town Centre Pedestrian Priority Area

Ref	Street	Start	End	Potential intervention (subject to feasibility and design)
3a	Francis Street	Kenneth Street	Matheson Road	Redesign junction at Francis Street and existing pedestrian crossing to improve pedestrian route from the Nicholson Institute to the town centre.
3b	Kenneth Street	South Beach	Church Street	Reduce the amount of on street parking to improve pedestrian safety and permeability. Ensure 6% of parking is for disabled access in line with Council Policy.
				Consider extending the pedestrianised area to reduce the congestion at the junction of Francis Street
3c	Cromwell Street	North Beach	Bayhead	Reduce the amount of on street parking and widen footways where possible



Ref	Street	Start	End	Potential intervention (subject to feasibility and design)
3d	Bayhead	Cromwell Street	New Street	Redesign area to reduce on street parking and widen footways on the eastern side of the road and discourage cars being sold on the public highway.
3e	Existing pedestrianised area	-	-	Continue to enforce pedestrianisation Work with An Lanntair to reduce the amount of cars parked in square

Route 4 – Key Pedestrian Links

Ref	Street	Start	End	Potential intervention (subject to feasibility and design)
4a	Co-operative supermarket	-	-	Improve steps from Torquil Terrace and Post Office, including high visibility nosings and handrail and provide a coherent route to main entrance
				Widen gap in existing road closure at Torquil Terrace/Macauley Road to reduce conflict between cyclists and pedestrians
4b	Route from ferry terminal to town centre	-	-	Provide a safe and coherent pedestrian route from the ferry terminal to the town centre via bus station with improved crossing facility on South Beach
4c	Tesco supermarket	-	-	Widen existing access gate between Tesco car park and Euroclean
				Delineate and enhance pedestrian route through Euroclean
				Provide a more robust crossing facility on James Street

Route 5 - Recreational Routes

Ref	Route	Potential intervention (subject to feasibility and design)
5a	Tong to Stornoway	Work with the Coulegrein, Laxdale and Marybank Grazings Committees to develop way marked and improved paths
5b	Sandwickhill to Stornoway	Support development of a coastal path from North Street to Newton Street

Route 6 – Lews Castle Grounds, Recreational Hub

Ref	Street	Start	End	Potential intervention (subject to feasibility and design)
6a	Lews Castle Grounds	_	<u>-</u>	Work with Hebridean Cycle Club and The Forestry Commission to secure funding for existing proposals for mountain bike tracks and all abilities route
6b	Lews Castle Grounds	-	-	Develop a task force/working group to develop plans for improved walking and cycling routes in the grounds along with proposals for bike hire